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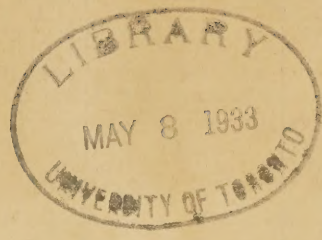
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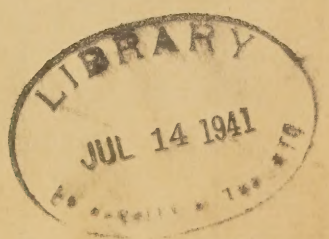
CONFIDENTIAL REPORT

UPON THE

ORGANIZATION OF THE CIVIL SERVICE.

1868

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CONFIDENTIAL REPORT

SECRET

ORGANIZATION OF THE ARMY IN PEACE

SECRET

## CONFIDENTIAL REPORT

UPON THE

# ORGANIZATION OF THE CIVIL SERVICE.

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In the first Report which we had the honor to submit upon the reorganization of the Departmental Staff, we expressed our opinion, that, constituted as the Departments now are, there is a very small opening for a reduction of the entire cost, but on the contrary a prospect of its immediate increase. As this question of economy is one more particularly referred to us in our instructions, we think it our duty to point out, that the only practicable means which suggests itself to us of diminishing the expense is so to rearrange the public business that there may be a reduction in the number of the Departments. We experience, however, some difficulty in approaching this subject, as we are not certain that it lies within the scope of the questions, which by our commission we were authorized to report upon; we prefer, therefore, to deal with it in a confidential Report, leaving it to the Government to determine how far our opinions are of a nature to be made public. We do not feel competent to express any opinion as to the political necessity of having 13 separate Departments, or of having all the Ministers of the Crown entrusted with Departmental duties, over and above their share in the general responsibility of the Executive. We only look to the work which has to be done, and to the best and most economical mode of performing it, and we have no hesitation in saying, that all the Departmental duties of the General Government would be as well or better attended to, and certainly far more economically, with a fewer number of separate Departments. It is not only the salaries of additional Ministers and Deputy Heads, with Chief Clerks, Messengers and special contingencies, which would be saved, but in the middle and lower ranks also there would be room for reduction. The amount of work in most Departments varies very much at different seasons, and unless the staff should be so small that in pressing times business would fall into arrear, there will be occasions when the clerks could get through much more than comes before them. A large Department tends to equalize this unequal pressure of work, and one officer can overlook ten juniors almost as easily as



five. Moreover, when two Departments have closely allied duties to attend to, the same work has often to be done twice over, which, if they were united, need not be repeated. In short, all the reasons which enable a large commercial establishment to be relatively more economically conducted than a small one, apply with equal force to the public service.

Having reviewed the whole of the Departments with a view to a possible reduction of their numbers, we have come to the following conclusions :—

The Departments of Justice, Militia, Public Works and the Post Office have such distinctly marked duties that it is impossible to interfere with them, and there are few outside or special branches of the public service, now superintended by other Departments, which could be conveniently attached to them. The Privy Council affords few Departmental duties to the President, and if we were seeking to reduce a Minister and not a Department, there might be some grounds for doubt; but the department is a specialty, whether a Minister be exclusively attached to it or not, and it would require to have a separate organization. The duties connected with it are very variable in amount; at some periods occupying the whole staff at extra hours, and at others giving them very little occupation. As those duties amongst the juniors consist almost entirely of copying, it would no doubt be practicable to dispense with one or perhaps two of them, if the Department were placed under the same Head as that of the Secretary, where the duties are somewhat allied; but it affords no other opening for the reduction we are seeking.

The old Finance Department has been divided into three, and the united duties were in our opinion more than could be properly attended to by one Minister; and moreover the details of the management of Customs and Excise did not naturally link themselves with any of the duties of the rest of the Department, excepting those of the Minister himself. There is indeed a certain analogy between the Customs and Excise, and in a smaller country the two might very well have constituted one Department; but the Excise has of late reached such large proportions, and with other branches of Inland Revenue is so likely to increase, that, unless a very large reduction of Departments should be contemplated, they are probably better separated. But there is another of the Financial Departments which has a most intimate connection with that of the Minister of Finance, viz: the Receiver General's. The Receiver General himself has few departmental duties, but a great deal of the work of the subordinates is so closely allied to that in the Finance Department, that the two may be almost called duplicates of each other. There is no doubt an advantage in the check which is afforded by two separate authorities concurring in the issue of Debentures and cheques and keeping records of them, and they probably should be kept as distinct bran-



ches, but the two Departments are certainly susceptible of amalgamation should such a step be found advisable. Moreover in the Finance Department itself there is room for condensation. Since the Customs and Excise have been separately organized, the accounts of the several collectors, which have hitherto been kept in the Finance Department, should clearly go with the Departments which have the superintendence over these collectors; and if this change is made, there is little else left in the accounting branch but what is almost a duplicate of what is done in the Receiver General's Department or the Audit Office. It is not our purpose at this stage of our report to enter into the details of how one Department could be organized embracing the duties of the present two, but we wish to point out the opportunity which is afforded for condensation and consequent saving of expense.

A new department was created by the subdivision of that of the Secretary, but the duties have not in any way increased, but are rather diminished. The staff of the Secretary of State consists of the employés who formerly constituted the Lower Canada branch and the Registrar's branch, but the whole of the large correspondence with municipalities, magistrates and other officers in Lower Canada, is removed from the Secretary's office, and the registration of land patents in both sections of the late Province from the Registrar's branch. In the place of this, the accession of business from Nova Scotia and New Brunswick must be very small. It is true that the Secretary of State now assumes the control of the Indians and of Ordnance Lands, which were formerly under the Crown Lands Department, but though this may throw additional responsibility on the Secretary himself and this Deputy, it need not add sensibly to the business of the subordinates, as the whole staff of those branches was transferred together with the business. So also the staff of the Upper Canada Branch of the late Province now constitutes that of the Secretary of State for the Provinces, but, whilst one clerk has been added to it, the amount of work does not appear to be anything nearly as great as it formerly was. The theoretical subdivision of the correspondence between the Departments does not seem to be very perfectly defined even in the Departments themselves, and the public at large does not as yet comprehend the distinction, so that much transference of letters from one to the other is the result. We think therefore that it would be much more convenient if the two were re-united, as the united staff of both is considerably in excess of the business which comes before them.

Another new Department was that of Marine and Fisheries. The Light Houses above Montreal and the Provincial Steamers were formerly superintended by the Department of Public Works, and the Fisheries by the Crown Lands Department; but beside these, and the very large business of a like character in Nova Scotia and New Brunswick, the Department now takes cognizance of the Trinity Houses, the River Police, Inspection of



Steamboats, Sick Seamen and other outside branches, which formerly could hardly be said to be under the control of any Department. The whole of the services under the superintendence of this Department involve, according to the estimates of the current year, an expenditure of no less than \$400,000, embracing a great multitude of details and a large staff of outside officers. We think that these services are of sufficient importance to require a special Department to be responsible for them, and we believe that the closer attention which can now be given to the details will result in a saving which will go far to cover the expense of the staff at the seat of Government.

The only remaining Department is that which is styled the Department of Agriculture, but Agriculture is jointly under the control of the Local and General Governments, and it does not appear that any action has as yet been taken in the matter by the Dominion. Emigration is another of the services over which the Local and General Governments have joint control, and, as the Crown Lands have passed to the Provinces, it is not easy to see what action the Dominion can take on the subject of Emigration. If it should be found necessary to keep Agencies on the frontier to look after the emigrants on landing, the expense of which it would not be fair to throw on the Provinces alone, the service is of hardly sufficient importance to warrant a special Department to look after them. This Department has the superintendence over the Marine Hospital of Quebec, but those at St. John, St. Andrews and elsewhere are under the Department of Marine. The Dominion is more interested in Quarantine regulations than Emigration, but the management of this branch of the service would fall in very harmoniously with other duties of the Marine Department, and such correspondence as may arise upon internal arrangements for Public Health might very well be carried on by the Secretary. The Department has also charge of Patents of Invention, a subject of some importance, but by the statute the Government assumes no responsibility as to the existence of other patents which cover the same invention, and the duties arising out of this section of business are merely copying, engrossing, filing away papers, and taking charge of the models. Such investigations as are made, as to whether the legal formalities have been observed, and whether the matter is of a character to entitle it to a patent, are made in the Department of Justice. Thus no special knowledge is required, but only such routine duties as could be performed by juniors, under the supervision of a clerk of higher standing, attached to some other Department. These duties are strictly analogous to those now carried on the Registrar's Office, where the patents are ultimately recorded. If therefore the patents, together with the registration of trade marks, copyright, &c., were transferred to it, there would be a large saving in the whole staff. The Patent Office now occupies eight persons for the issue of 414 patents during the last 12 months, a number disproportionately large for the work if it were constant. But



there is no doubt that it is not constant, and this is exactly one of these cases, to which we have above called attention, where a large staff has to be kept up to meet occasional pressure of work, which would be equalized in a larger Department.

The only remaining subject, of which this Department takes cognizance, is statistics, which we have dealt with at greater length in our general report. Suffice it here to say briefly, that statistics may be divided into the collection of the current statistics of the day, and into the research into past transactions, and the compilation from them of such results as the authorities now accessible may admit of. It is to the latter branch of the subject that the Department has hitherto given its main attention, a field absolutely without limit, and which might be made to give full occupation to ten times the present staff; and if any practical result is to be obtained from such researches during the present generation, a large addition should be made to it. Towards the collection and publication of current statistics the Department has contributed little more than the annual Blue Book. The Finance Department, and some others, collect statistics of matters peculiarly interesting to them, but there is no general and well-matured arrangement for the annual collection of statistics. It is a most important subject to which, in our opinion, the attention of the Government should be directed; but whenever it is done we do not believe that it could be effectually carried out by a Department of Statistics. Every different branch requires special knowledge which cannot be expected to be found in one Department. Financial Statistics must be collected by persons familiar with finance; Trade Statistics by those who have the superintendence of trade, &c. The collection of statistics should in short devolve upon a Board, in which all Departments, whose statistics would be included, should be represented. Each member would collect those portions which fall within his province as part of his regular departmental duties, whilst the Board would merely determine upon the subjects to be embraced in the general plan, and upon the form in which they should be presented to the public, so that different branches might be made to illustrate each other. Such a Board would require a permanent Secretary with perhaps one or two junior assistants, and such miscellaneous matters as did not precisely fall within the scope of any particular Department might be entrusted to him. When the decennial census has to be taken, the Board would lay down the general course to be pursued, which Commissioners appointed for the time being would carry out, and a staff of extra clerks under the Secretary of the Board would be called in to tabulate the returns. Such being our views as to the method of collecting statistics, the Department in question appears to us not to be wanted for that purpose, and we believe that all the duties, which devolve upon it now, might easily be distributed amongst other Departments without any sensible increase to their staff.



We can see some difficulties in the way of carrying out these views, and there may be others which we are not aware of ; but we think it incumbent upon us to point out, that we consider the most hopeful means of reducing the general cost of Government to be the reduction of the number of Departments, and that the amalgamation of the Receiver General's with the Finance Department, the re-uniting of the two Secretaries' Departments, and the suppression of that of Agriculture, are the most obvious means of effecting such a reduction.

All which is respectfully submitted,

JOHN LANGTON,  
Chairman.

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## CIVIL SERVICE COMMISSION.

DISSENT FROM PART OF THE CONFIDENTIAL REPORT. R. S. M. BOUCHETTE.  
CONCURRED IN BY MR. PARENT.

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Concurring so fully with my Colleagues in almost all the views of Departmental organization expressed in the Confidential Report which we are now submitting for the consideration of the Government, it is not without regret, nor indeed without diffidence, that I differ from them on the question of the suppression of the Department of Agriculture. My reasons for dissenting are:—

1st. That in my humble opinion a Dominion Department of Agriculture and Statistics is one which from its very designation commends itself to the consideration of the Statesman, the objects it embraces being essentially of that character that entitle them to a high position in the eye of all Governments—and whilst I concur in the suggestion that two of the existing Departments of State, *i. e.* that of the Receiver General and of the Secretary of the Provinces—might merge in the larger Departments of the Minister of Finance, and the Secretary of State, with which respectively their duties are so identified, I can see no similar grounds for the suppression and amalgamation as regards the Department of Agriculture, which should, I think, not only be affirmed and perpetuated, but fostered and enlarged in its means of usefulness.

2nd. As regards the question of economy, whatever weight may be attached to it, it is still one which I believe should stand in subordination to measures of great public interest and governmental importance. If it is expedient to have a given number of Ministerial offices, no Department, it appears to me, could more judiciously and usefully be continued than that of Agriculture and Statistics; indeed if it did not already exist, it would be the best that could be created as importing the solicitude of the State towards at least one of the great sources of national wealth. But even under the aspect of practical economy, I see but little that would be gained by distributing the duties of the present Department of Agriculture amongst other Bureaus. The Staff engaged in the Patent Office, and the care-taking of the Model Rooms, would have in a great measure, if not wholly, to be transferred, and three of the Statistical Clerks, if not all of them, would be required by the proposed Statistical Board. The saving would thus be comparatively insignificant, and in my view of the case, the administrative and public loss would be very great.

Much stress has been laid upon the paucity of the labours of the existing Department in matters connected theoretically or practically with Agricultural Science and Art, or in the preparation of the actual and current Statistics of the Country.

It is quite true that the attention and labours of the Department have hitherto been almost wholly directed to the collection of what is termed retrospective Statistics, a work of long and studious research, and I not only have concurred in, but I believe suggested, that part of the report which points to a legislative appropriation being made for that special object, as distinct from the collection of contemporary Statistics, and it is quite obvious from the inspection that has been so attentively made of this Department, that



great labour and considerable talent have been diverted from immediate practical uses, into channels of research, which, however they may lead to valuable results in the end, are not properly Departmental in the sense in which that term is commonly understood in the administration of Government Bureaus.

It does not, however, necessarily follow that the Department should be suppressed ; but the fact points to the expediency of abandoning a task which proves to be of far greater magnitude than was contemplated, to direct the energies and labours of the Staff of the Bureau to the fulfilment of duties of more immediate and actual usefulness, coming within the province of the official attributes of the Department.

R. S. M. BOUCHETTE.

November 3rd, 1868.

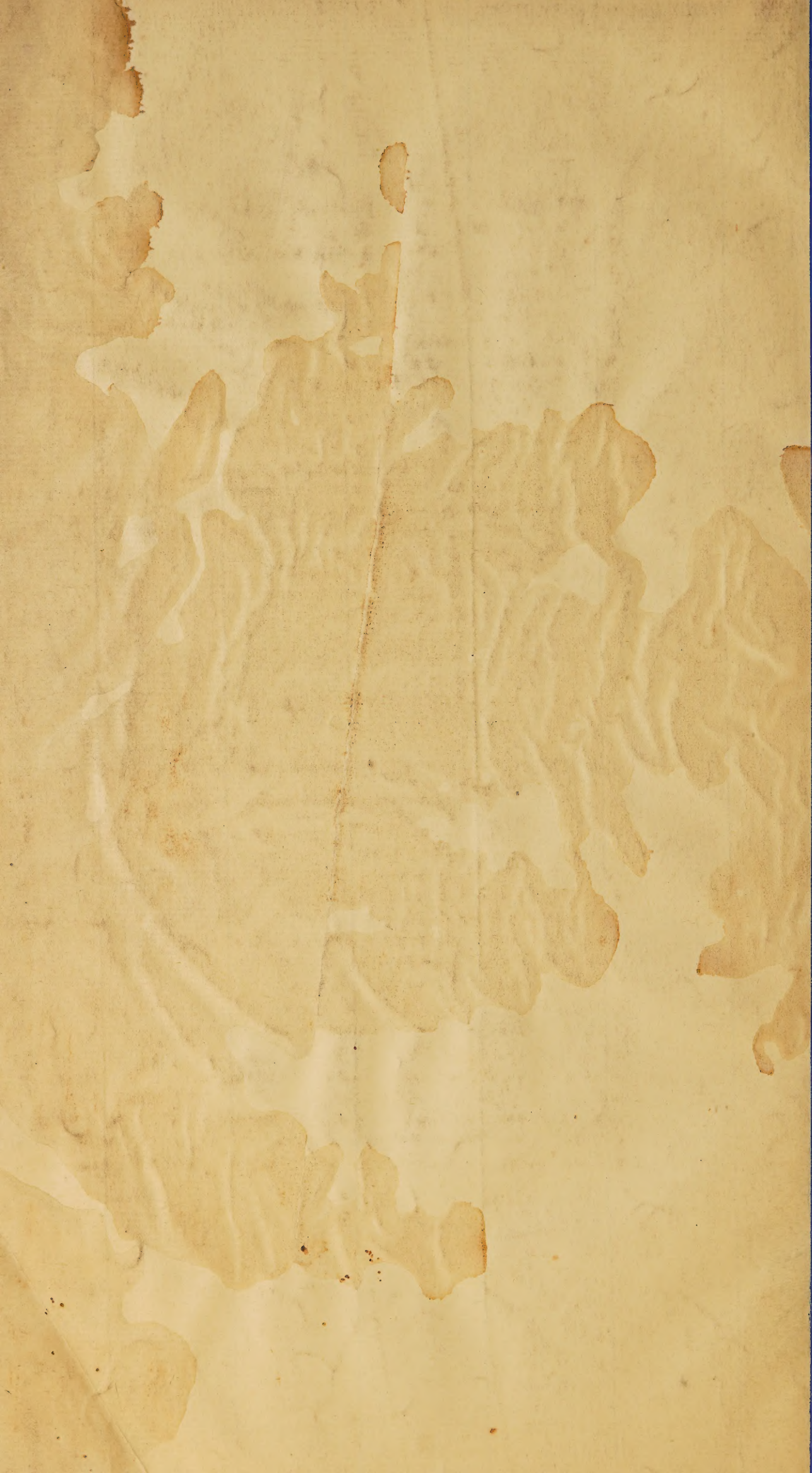
I concur in the foregoing dissent,

E. PARENT.

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